

208/S 72-4207

SECRET

29 September 1972

Executive Registry

72-516

MEMORANDUM FOR: Chief, Career Training Program

SUBJECT : Consolidated Results of CT Returnee Interviews in 1972

1. So far in 1972 we have interviewed 20 CT's returning from overseas tours. On behalf of the DDP Junior Officer Board we have debriefed them on operational questions and matters involving their general career direction, and on behalf of the Language School and the School of Intelligence and World Affairs we questioned them on the relevancy of various segments of their training, when measured against the duties they were actually called upon to perform overseas. Below I attempt to summarize our findings so far this year.

2. Annexes hereto include: (A) a listing of the Stations they were coming from; and (B) and (C) the basic tabulations used to reach the composite results reported below. Annex B tabulates the questions put to them on behalf of the Junior Officer Board, and Annex C deals with the questions from the various OTR schools. The original questions are shown in Annex D (Junior Officer Board) and Annex E (OTR). We recently started using a check list of case officer duties drawn up by the Operations School - see Annex F. This list shows the interviewer at a glance what to bore in on, and it should prove useful to the readers of our individual interview reports.

3. As you know, each of these interviews was written up at the time they took place and circulated to the Junior Officer Board, the OTR schools concerned and to

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WARNING NOTICE  
SENSITIVE INTELLIGENCE SOURCES  
AND METHODS INVOLVED

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## ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Results of CT Returnee Interviews

DD / S R E G I S T R Y

FILE *Training*

FROM:

SA/CD/TR

EXTENSION

☐

NO.

DATE

21 December 1972

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TO: (Officer designation, room number, and building)

DATE

RECEIVED

FORWARDED

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. Mr. Robert S. Wattles  
ADD/S

2.

3.

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14.

15.

Copies of the Subject Report have been sent to members of the Board of Visitors, including Annex A. Your copy is attached. The remaining Annexes can also be forwarded, if desired, but because they contain detailed information which the Report summarizes I thought they might not be wanted at this time.

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BRIEFING OUTLINE FOR BOARD OF VISITORS

12 December 1972

1. Changes (4) by ExDir in Memo, "Personnel Management and Development,"  
dtd 17 Nov 72
2. Increasing the Use and Effectiveness of Training Officers in the Agency:
  - a. qualifications & training
  - b. role in identifying training needs
  - c. participation in personnel planning & management
3. Development of Career Training Profiles for Individual Components  
or Functional Categories of Personnel
  - a. substantive field (including foreign language)
  - b. managerial
4. Identification and Validation of Training--Need for Mechanism to Provide  
Coordinated, Authoritative Guidance to OTR
  - a. Paramilitary Training-  25X1
  - b. Information Science--current heavy demand places burden  
on OTR for deciding the student mix among intra- and inter-Agency  
nominees 25X1
  - d. Scientific & Technical Collection--importance within the  
CS and relationships between the CS and DDS&T
5. Necessity for Reliable Training Requirements
  - a. planning courses in advance
  - b. assured availability of the right students--the Annual  
Personnel Plan (APP) 25X1

6. Validation of OTR Training--Need for Post-Training Feedback
  - a. student critiques
  - b. debriefing of selected returnees
7. Management Training
  - a. existing offerings (Grid, FSM, ISC, special programs, inserts in other courses)
  - b. projected offering for senior officers (GS-16/18)
  - c. the branch chief level?

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Meeting scheduled. . .

Subject: Board of Visitors

Tuesday

12 Dec 72

2:00 p.m.



*Back ground: 72-1207*

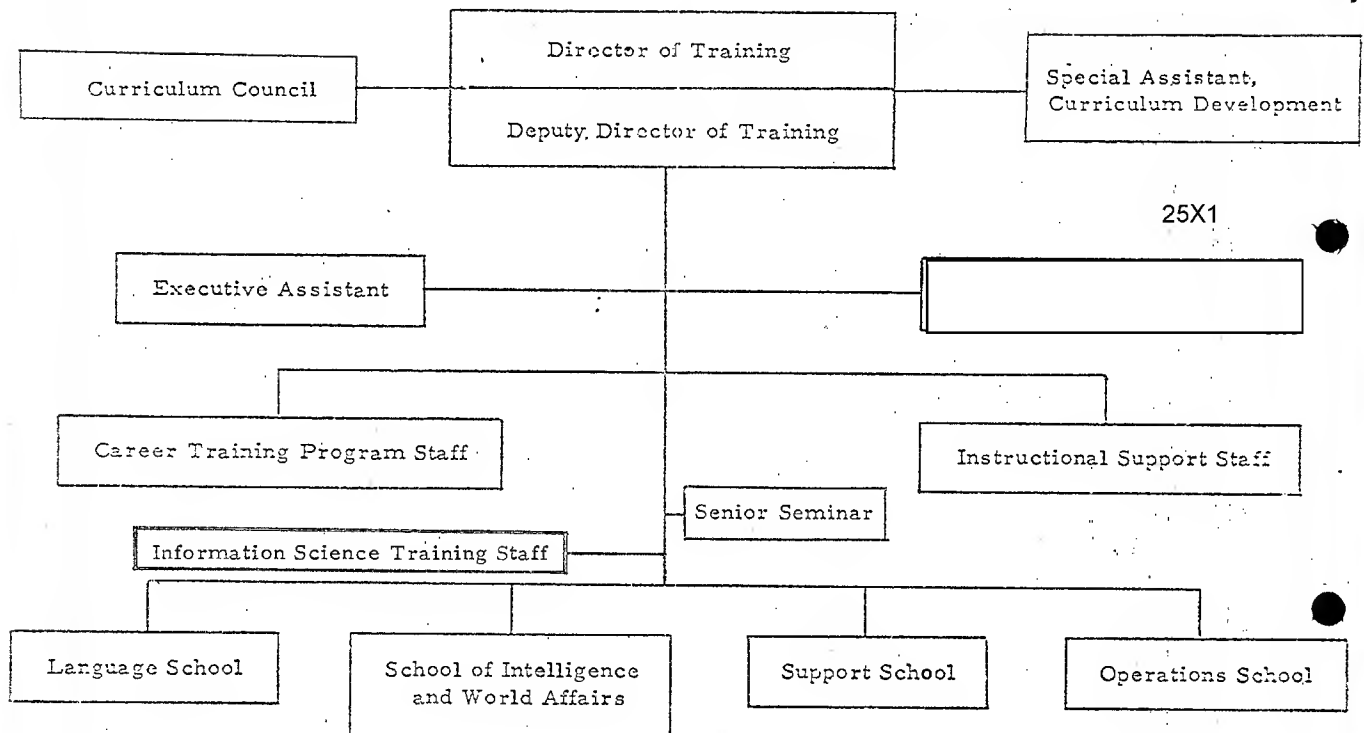
OFFICE OF TRAINING

Summary Data for the Board of Visitors

12 December 1972

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Functions

The staff of the School of Intelligence and World Affairs develops and conducts courses for Agency employees on the organization and functions of the CIA, on the Intelligence Community, world affairs, and on international communism. The subject-matter is also covered in special briefings for non-Agency personnel, including senior US and foreign officials, officers from the Armed Services, and individuals from the business and academic communities. The briefings are generally given at Headquarters; most are on an individual basis.

The staff also conducts courses in the techniques of intelligence research, production, and dissemination. Except for the Advanced Intelligence Seminar, the Midcareer course, and Orientation for Overseas, all courses are held in the Chamber of Commerce Building.

Location

Chamber of Commerce Building

Staff

Chief -   
Deputy Chief -   
Chief, Intelligence Faculty -   
Chief, World Affairs Faculty -   
Briefing Officer -   
(All are Training Careerists)

Courses

FY 72	Number of Courses:	18
	Runnings	: 56
	Attendance	: <span style="border: 1px solid black; display: inline-block; width: 60px; height: 1.2em; vertical-align: middle;"></span>
	Student Days	: <span style="border: 1px solid black; display: inline-block; width: 60px; height: 1.2em; vertical-align: middle;"></span>

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Note: In parens: (1) length; (2) number conducted in a fiscal year

Advanced Intelligence Seminar (3 weeks; 3 or 4)  
China Familiarization (1 week; 4)  
Geography -- China (9 days; 2)  
Intelligence Briefing (32 hrs; 4)  
Intelligence Production (4 weeks; 2)  
Intelligence Research Techniques (40 hrs; given upon request)  
Intelligence Writing Techniques (CTs) (1 week; 3)  
Intelligence Writing Workshop (24 hrs; 5 or 6)  
Intelligence and World Affairs (4 weeks; 8)

Courses (Cont.)

Latin America: Seminar (8 hrs.; 2)  
Map Reading and Imagery Analysis (8 days; 2)  
Midcareer Course (6 weeks; 4)  
Orientation for Overseas (3 days; 9)  
Special Orientation for Agency Representatives Attending Senior Officer  
Schools (3 days; 1)  
USSR Survey (2 weeks; 2)

Briefings (164)

- 136 - to individual officials of US and foreign governments, to community groups, and also academic groups on CIA and the National Security Structure.
- 28 - special programs (at CIA) (Brookings, FSI's Senior Seminar in Foreign Policy, JCS-DIA program).

Functions

The staff of the Language School develops and conducts courses in foreign languages - including English as a foreign language - for Agency employees assigned at Headquarters. As required, courses are conducted for dependents. The staff also develops and conducts proficiency tests, the results of which are recorded in the Agency's Language Qualifications Register, administers the Before-and-After-Hours Language Program (BAHLT), and supports CIA's Language Development Committee.

Location

Chamber of Commerce Building

Staff

25X1

Courses

FY 72	Number of Languages:	23**
	Classes	: 212
	Attendance	: <div></div>
	Student Days	: <div></div>

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\*This figure includes  student days in the  
BAHLT program.

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Also, 53 dependents studied foreign languages at the School during this period.

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OTR's facility on the premises of the   
53 "total immersion" programs were conducted,  
with participation (both students and faculty) totaling 325.

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Testing

6X9. ☐ proficiency tests were conducted and evaluated; results of the tests were recorded in the Agency's Language Qualifications Register.

\*\* Languages

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### Functions

The staff of the Operations School develops and conducts courses in the theory, practice, and management of clandestine operations. The subject-matter is provided at the basic and advanced levels to Agency employees through formal classes and tutorial programs. Except for the Chiefs of Station Seminar, all classes are full-time.

The same subject-matter is provided for staff personnel under non-official cover, for contract personnel, and for foreign nationals; all such training is conducted covertly at safesites in the United States and overseas.

The School also maintains a library of training material on trade-craft and techniques of clandestine operations to support instructional programs.

### Locations

Chamber of Commerce Building  
Headquarters Building  
Rosslyn

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### Staff

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### Courses

(Almost exclusively for the Clandestine Service)

FY 72	Number of Courses:	18	
	Runnings	:	147
	Attendance	:	
	Student Days	:	

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Note: In parens: (1) length; (2) number conducted in a fiscal year

Chiefs of Station Seminar (2 weeks; mornings only; 3 or 4)  
China Operations (7 days; 4)  
Clandestine Scientific and Technical Operations (2 weeks; 2)  
Clandestine Service Records I (2 days; 6 or 7)  
Clandestine Service Records II (1 week; 6 or 7)

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### Functions

The staff of the Support School develops and conducts courses in management and supervision, in typing, shorthand, and in administrative procedures as they apply at Headquarters and in the field. The staff also manages courses in writing, briefing, and reading, all of which are conducted by outside contractors.

The courses are for Agency employees only and are conducted in the Chamber of Commerce building, at the [REDACTED] and at the [REDACTED]

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### Locations

Chamber of Commerce Building  
Ames Building (Clerical training)

### Staff

[REDACTED]

(All are Training Careerists)

### Courses

FY 72	Number of Courses:	16
	Runnings	: 108
	Attendance	: [REDACTED]
	Student Days	: [REDACTED]

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Note: In parens: (1) length; (2) number conducted in a fiscal year

Administrative Procedures (1 week; 6)  
Clerical Induction (1 week; 50) (for EODs)  
Clerical Orientation (4 days; 50)  
Clerical Refresher (25 hrs; 10)  
Effective Briefing (Contract) (27 hrs; 3)  
Effective Writing (24 hrs; 6)  
Field Administration (3 weeks; 7)  
Fundamentals of Supervision & Management (1 week; 8)  
Fundamentals of Budgeting (1 week; 12)  
Managerial Grid (1 week; 8)  
Microfilm Information Systems (Contract) (3 days; 3)  
Office Management (4 days; 5)  
Performance Appraisal Workshop (1 day; 5)  
Planning and Control of Work Workshop (1 1/2 days; 5)



Courses (Cont.)

- Project Officer in the Contract Cycle (Contract) (1 week; 4)
- Reading Improvement (Contract) (20 hrs. 8)
- Records Management (Includes File Procedures, Forms Management, and Records Disposal) (1 day each; 6)
- Support Services Review: Trends & Highlights (1 week; 6)

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Senior Seminar

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Chief -  (Support Careerist)

The CIA Senior Seminar offers general training for senior officers on intelligence and related subjects. The organization and content of the Seminar are on a level with the Senior Seminar in Foreign Policy, the senior military schools, and the Federal Executive Institute.

The Seminar's objectives are to update the officers' knowledge of foreign developments and their impact on CIA; to enlarge their understanding of the Agency, its relationships with other parts of government, and the problems and pressures facing Agency's management; and to expose the participants to change in American society.

A wide spectrum of topics is covered, including management training, major world trends and problems, the missions and activities of the Agency and the Intelligence Community, CIA's relationships with non-intelligence agencies and other parts of government, domestic problems and trends which impact on CIA, and the future outlook for U.S. intelligence.

The Seminar draws on experts from academic life and private research organizations, officials from other branches and agencies of the government, and knowledgeable officers from throughout the Agency. Specific topics are treated in formal presentations followed by seminar discussions with guest speakers and panellists. Films, case studies, and discussions of papers are interspersed.

The Seminar is designed for officers who are at least grade GS-15, preferably GS-16 and above, who hold significant line and staff positions or who are likely to attain such positions. Nominations are made by the Agency's Training Selection Board.

Two Seminars were held in FY 72; one in FY 73 (to begin in January); two in each fiscal year thereafter. Approximately 15 officers are to be enrolled in each Seminar.

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OFFICE OF TRAINING  
Information Science Staff

In May 1972, the Agency assumed from the Defense Intelligence School responsibility for conducting the FY 1973 Information Science Training Program for the U. S. Intelligence Community. As a consequence, OTR has established the Information Science Staff, headed by

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[REDACTED] With personnel provided by CIA and NSA, and in facilities located at the Anacostia Naval Station Annex, this staff has modified previous training programs in this field, primarily by offering shorter, more intensive courses, and has promoted an expanded enrollment of this Agency's officers in these courses.

The present program, an interim one pending determination of long-range training, budget, personnel, and facility requirements, consists of three independent courses open to the Intelligence Community as a whole and of separate blocs of training incorporated into courses (Intelligence Production, Midcareer, and Senior Seminar) conducted exclusively for Agency personnel. The independent courses, with an annual enrollment of approximately 160, about half of which is reserved for the Agency, are:\*

Application of Information Science to Intelligence (4 weeks; 2)

Management Science for Intelligence (1 week; 2)

Survey of Intelligence Information Systems (3 weeks; 2)

\* In parens: (1) length; (2) number conducted in a fiscal year

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Executive Assistant Staff  
Instructional Support StaffExecutive Assistant Staff

Executive Assistant - [ ] -- (Support Careerist) 25X1

The Executive Assistant (EA) determines actions to be taken on the incoming and outgoing correspondence of the Director and the Deputy Director of the Office of Training. He is the point of contact for internal and external inquiries concerning OTR's policies, administrative procedures, the status of pending actions of the DTR and the DDTR. The staff of the EA prepares reports and special studies on training, and on the management of OTR. Budget, personnel, security, and logistics are the responsibility of the Executive Assistant.

Instructional Support Staff

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Chief - [ ] (Training Careerist)

The staff publishes information on training conducted by the Office of Training, by other components of the Agency, and on training conducted at approved non-Agency facilities. It also organizes classes for OTR's instructors, provides instruction in teaching techniques, produces training films and other films as requested, provides graphics and audio services to instructors, maintains the OTR Library, and provides the Secretariat for the Training Selection Board (TSB).

The staff also processes applications of Agency employees approved for training at non-Agency facilities, including enrollment of employees at the facilities, and provides administrative briefings to employees selected to attend certain external programs.

OTR's Guest Speaker Coordinator is assigned to the staff.

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OFFICE OF TRAINING  
Career Training Program

Career Training Program

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Chief -  (Training Careerist)

The Career Training Program is one of the Agency's means of selecting and developing highly qualified young men and women interested in a career in CIA. The Program was started in 1951 by Matthew Baird, Director of Training, at the request of the Director, General Walter Bedell Smith. It was known then as the Junior Officer Training Program. The name-change to Career Training Program occurred in 1965.

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Until 1958 training was programmed according to the requirements of each CT. In July 1958 what is known as the integrated program was introduced - a program that required all CTs to take the same basic training, and thereafter to take those courses directly related to their assignments. Normally there are two classes a year: January and July, though at the time of peak enrollments, two additional classes (for March and October) were organized.

With the Class of July 1971 the initial segment of basic training was reduced to four weeks and now consists of one course, Intelligence and World Affairs. At the conclusion of this course, CTs begin two interim assignments of three months each. (The "interim" assignment phase of the Program was approved 18 February 1970.) CTs assigned on interim assignments to the Clandestine Service attend the one-week CS Desk Orientation; CTs assigned to other Directorates attend the one-week Intelligence Writing Techniques Course. After interim assignments CTs then attend either the Basic Operations or the Intelligence Production Course, again depending on the component to which they will be assigned.

Career Trainees remain on OTR's rolls until completion of training (including that taken after the interim assignments). Retention on the rolls averages 12 to 15 months.

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OFFICE OF TRAINING  
External Training

External Training

The Director of Training administers the Agency's external training program. This responsibility includes processing applications and enrolling the applicants in courses conducted at non-Agency facilities. In a single year OTR handles about [ ] applications for training at approximately 275 facilities. Some statistics, based on an attendance of [ ] in FY 72 illustrate the scope of the training.

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<u>Category</u>	<u>Students</u>	
<u>Full Time Training</u> (A semester or more, including Senior Officer Schools and management/executive development courses)	[ ]	25X9
<u>Information Sciences</u> (ADP/EDP courses at various facilities)		
<u>Languages</u> (Full and part-time study at government and non-government facilities)		
<u>Part-Time Academic Training</u> (At universities and colleges)		
<u>Short Courses</u> (In various disciplines at government and non-government facilities)		
<u>Correspondence Courses</u> (Technical courses given, for example, by the Army and taken by employees in NPIC, Office of Communications, and the Office of Logistics)		

The Agency spent [ ] on external training in FY 72. OTR's portion of this budget was \$367,000 to fund programs under the purview of the Training Selection Board, the Foreign Affairs Executive Seminar, Area Studies at the Foreign Service Institute, the Department of Defense weapons courses (e.g. short courses at Vandenberg and Kirkland Air Force Bases), and for external programs which Training careerists attend. Beginning in FY 74, component users will budget for area studies

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OFFICE OF TRAINING  
External Training

and weapons courses, leaving OTR to fund Training Selection Board programs, the FAES, and the external training of its own careerists.

In compliance with Title 5, U.S.C. 4108, the Office of Training requires Continued-Service-Agreements for those employees entering training as full-time academic students for a semester or more, and for other non-government training when the cost, including fees, travel, and per diem, is over \$1,000. The agreement requires employees to remain with the Agency three times the length of the training, but not less than a year. Failure to fulfill the commitment to the Agency, and unless waived by the Deputy Director for Support, requires the employee to reimburse the Agency for the cost of his training.

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OFFICE OF TRAINING  
Training Selection Board

The Training Selection Board was established in January 1964 to ensure that suitably qualified employees are nominated to represent CIA at external programs.

The Board's charter appears in [ ] "Training at Non-CIA Facilities", (revised, and soon to be published). Specifically, the members: (1) Recommend nominees to the Executive Director-Comptroller for approval of their attendance at senior officer schools and certain executive leadership programs that he has identified, and (2) Approve nominees to attend non-Agency programs in senior management, including university programs, conferences, and seminars. The Board meets as required; generally in time to meet the nomination deadlines set by a particular school.

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The Director of Training, Hugh T. Cunningham, is Chairman of the Board and represents the Executive Director-Comptroller. The other ex officio member is Harry Fisher, Director of Personnel, who also represents the Support Directorate. The DD/I is represented by Paul Walsh, the DD/S&T by [ ] and the DD/P by Thomas

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[ ] The Executive Secretary to the Board is an OTR careerist.

Programs (with FY quotas in parens) under jurisdiction are:

- FY73
- Advanced Management Program - Harvard (1 for each of 2 sessions)
  - Air War College - Maxwell Air Force Base (1)
  - Armed Forces Staff College (4 for February session; 1 for August)
  - Army War College - Carlisle Barracks (1)
  - Brookings Educational Programs for Federal Executives (varies)
    - Conferences for Management and Program Executives
    - Conferences for Science Executives
    - Conferences on Business Operations
    - Federal Executive Fellowships
    - Joint Conferences for Specialists from Business and Government
  - CIA Senior Seminar (15 for each of 2 sessions)
  - Executive Development Program - Cornell (none)
  - Education for Public Management - Civil Service Commission (varies; up to 4)
  - \* Executive Management Program - Pennsylvania State (none)
  - Executive Program in Business Administration - Columbia (none)
  - Executive Seminar Center Program - Civil Service Commission at Kings Point, Berkeley, and at Oak Ridge (Total for three locations is 20)
  - Federal Executive Institute - Civil Service Commission (2 for each of 4 sessions)
  - Fellowship in Congressional Operations - Civil Service Commission (none, the Agency may nominate 3 candidates)

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OFFICE OF TRAINING  
Training Selection Board

- \* Foreign Service Economic Studies - FSI, Department of State (none)
- Industrial College of the Armed Forces - Ft. McNair (1)
- Institute for Public Executives - University of Wisconsin (none)
- Management Program for Executives - University of Pittsburgh (none)
- National Senior Intelligence Course - Defense Intelligence School  
(1 for each of 2 sessions)
- National War College - Ft. McNair (4)
- Naval War College - School of Naval Warfare (2)
- Program for Senior Executives - Massachusetts Institute of Technology  
(none)
- Program for Management Development - Harvard (2 for each of 2  
sessions)
- \* Royal College of Defence Studies - London (1)
- Senior Seminar in Foreign Policy - FSI, Department of State (2)
- Executive Program - Stanford (none)

\*Not included in OTR's budget

TSB Members

DDI - Paul V. Walsh

DDP- [REDACTED]

DDS - Harry B. Fisher

DDS&T - [REDACTED]

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OFFICE OF TRAINING  
General

Agency Training Record

The Record shows training (OTR, component, and external) taken by Agency employees. It contains data as far back as 1946. Converting manual records to a computer-application began in 1957. OTR has the responsibility for all input to the file.

Training data are printed in various formats and are made available regularly to the Agency's Training Officers. Five formats, different from those for the Training Officers, are on microfilm, the film being for the use of OTR and the Qualifications Analysis Branch in the Office of Personnel. Except for one format on microfilm, the information in the Record covers the most recent seven years.

(Although the Office of Training does not manage the Language Qualifications Register, it authenticates results of proficiency tests which appear in the Register.)

Guest Speaker Coordinator

OTR relies heavily on officers in other components of the Agency to bring their expertise to the classroom, mainly in lectures, leading seminars, or in serving on panels. The practice has been in existence since the beginnings of OTR when it was extremely difficult, because of OTR's grade structure, to recruit "old hands" as instructors. In recent years OTR has also turned outside the Agency and has brought in a number of professionals from the academic and business worlds to address student groups. OTR now has a Guest Speaker Coordinator, whose responsibility it is to insure that the use of Agency officials is reasonable, and that procedures established for the use of non-Agency guests are administered effectively.

Multimedia Facilities

OTR uses a variety of visual media to supplement its basic instructional techniques. Although the Chamber of Commerce building is not designed as a training facility, certain modifications have been made to accommodate to use of such media. Sound-proofed, centralized projection booths on the four top floors of the building provide simultaneous projection of films into two classrooms, and with sound tracks, and require the services of only one operator.

### Multimedia Facilities (Cont.)

effective tool in teaching students in our briefing classes. Use of our television capability is expected to expand as instructors become more aware of its instructional possibilities.

At present, OTR is examining the feasibility of using still more advanced techniques and equipment (e. g., rear-screen projection, color television, and video cassettes which permit all films, slides, and TV tape to be projected by coaxial cable from one location). Also under consideration is the purchase of portable television equipment which would allow speakers and activities to be taped on location, later for showing in various courses and at different locations. Despite these advanced systems, however, the Vu-graph remains an important element in the visual media field; OTR maintains a staff and a fully-equipped unit to handle requirements for its use.

### Film Production

OTR has been producing films for use in its instructional programs since 1953. It has its own film-production unit and uses contract writers, directors, and cameramen as requirements dictate. Actors are Agency employees.

The Printing Services Division of the Office of Logistics processes the film.

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### Briefing Program

The Office of Training conducts briefings (and has been doing so since 1951) on the mission and functions of CIA, the Intelligence Community, the Agency's relationships with the Community, and on various aspects of international communism. The briefings vary from a two-hour presentation to a two-day series of presentations. They are given for a single individual or for groups of individuals; on CIA premises or on those of the requesting agency or department.

In the recent two years the briefing activity has involved an increased number of visits of groups to Headquarters for a "Day at CIA." These visits are managed by OTR and the coverage goes beyond the "mission," bringing in more of the work of the Directorates. In 1972, for example the "Day at CIA" was held for members of State's Senior Seminar in Foreign Policy, for its officers in the Administrative Operations and Management course, and for a third group of officers in the course on Intelligence and Foreign Policy. There were "days" for the Foreign Affairs Executive Seminar, NSA's Senior Cryptologic classes, and for officers attending courses conducted at the Defense Intelligence School.

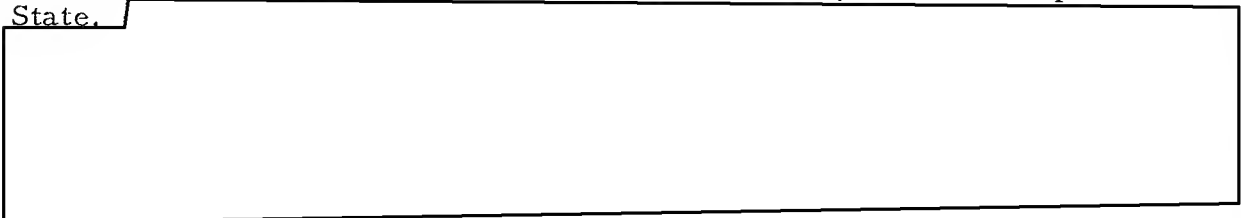
Of special note is a two-day, JCS-DIA Orientation OTR conducts for officers from the Joint Chiefs of Staff and the Defense Intelligence Agency.

Briefings given on the requesters' premises include, for example, those at the Defense Intelligence School, the Air War College, Fort Bragg, and Quantico; special programs have been - and are still being conducted for officers from Customs and the Bureau of Narcotics and Dangerous Drugs.

The Defense Intelligence School conducts a one-day, "Project HELPFUL," for officers of the JCS and CIA. The program is given twice annually (May and November) and covers the mission and functions of the DIA. CIA has a quota of 35; grade-level is GS-13 and above.

### Special Operations Training

During the past three years OTR has been conducting special operations training for groups; from Secret Service, Atomic Energy Commission, the U. S. Army Special Forces at Ft. Bragg, Treasury, and the Department of State.



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## USE OF TRAINING IN PERSONNEL MANAGEMENT AND DEVELOPMENT

This document has been compiled for implementation of the comprehensive personnel management program prescribed by the Executive Director-Comptroller and the Deputy Directors. It provides personnel planners with succinct, systematic guidance about training opportunities appropriate for the development of Agency personnel, from time of initial employment to the senior stages of their careers.

It is recommended that each Deputy Director develop long-term career training profiles or models for each major group of functional specialists within his jurisdiction while at the same time identifying and developing future managers on a planned basis. In doing so, the following six categories of training should be reviewed most carefully to assure that training which is undertaken to satisfy immediate functional needs takes place within the context of long-term career planning and organizational development.

### A. Categories of Training

1. The Core Program of Courses: a group of six courses around which all other training should be planned; their purpose is to provide officers with background, perspective, and updating as part of their professional growth. Designed for officers of all Directorates and Independent Offices, these courses focus on Agency activities, problems, and managerial factors; the intelligence community; U. S. foreign policy; international and domestic matters affecting foreign policy and intelligence activities. Brief descriptions of these courses and the points in an officer's career at which they should be taken are provided in Appendix B.

2. General Skills Training: courses offered primarily by the Office of Training to train personnel in skills susceptible of application throughout the Agency; to be taken whenever a specific skill is required by a particular assignment, they include courses in supervisory, managerial, communication, information science, clerical, and other skills transcending the needs of one Directorate or component.

3. Special Skills Training: courses offered by the Office of Training which relate to skills ordinarily required by personnel assigned functions



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within a particular Directorate or field of expertise; they include, for example, training courses in collection, support, and production of intelligence.

4. Component Training: specialized programs or courses offered by specific components, ordinarily for their own personnel but in some cases for other Agency personnel as well. They tend to be less well known than other training opportunities because of organizational compartmentation but in many instances offer distinct opportunities for enhancing the qualifications of officers whose careers sometimes require highly specialized knowledge and skills.

5. External Training: this category consists of Agency-sponsored training, full- and part-time, at non-Agency institutions and installations when in the judgment of Agency officials such training is needed but not available within the organization. Included in this category are academic programs, Federal institutes, management schools and programs, the senior service schools, and training activities conducted by military, commercial, and industrial facilities.

6. Foreign Language Training: these are programs conducted or arranged by the Office of Training on a full- or part-time basis, within or outside the Agency. Officers regularly assigned duties involving foreign language competence should achieve the career goals of speaking and reading at least one "world" language at the intermediate level or better and speaking and reading (with some exceptions) at least one "restricted" language at the intermediate level or better. The "world" languages are those which will be useful on several different assignments over a career, e.g., French, Spanish, German, Russian, and Chinese. A "restricted" language is one likely to be of value in one country or assignment.

The amount of study time required to reach the goals depends, of course, on a number of factors, including an individual's aptitude, language proficiency at EOD, opportunity for using the language, and its degree of difficulty.

The "world" language competence should be maintained at all times, although the "restricted" language capability does not necessarily have to be retained following completion of the assignment in which it was

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required. The Office of Personnel maintains responsibility for assuring that the Language Control Register is current, while the Office of Training has responsibility for conducting the foreign language testing program.

#### B. OTR Catalog of Courses

The concept and method of planning long-term training of personnel is given more comprehensive, as well as more detailed, explanation in OTR's "Catalog of Courses," which classifies and describes individual courses within the basic categories described above. This Catalog provides complete information about Agency training programs. It is revised whenever necessary to maintain currency. In addition, representatives of the Office of Training are available for consultation to assist career services in developing long-term training models for their personnel and in planning training packages for individual officers as well.

The intent of this concept, and of the services offered, is to enable the Agency to make maximum use of training resources and to relate training more systematically and precisely to both personal and organizational development.

Appendices: A - Profile of Courses  
B.- The Core Program of Courses

## ORGANIZATIONAL SUPPORT OF TRAINING

The projected implementation of the Personnel Development Program in combination with the OTR Profile of Courses presents the Agency with a unique opportunity for bringing its cumulative resources to bear on the question of organizational development. The effective implementation of the combined personnel and training plan depends without question upon whether or not it is reinforced by appropriate organizational authority and administrative mechanisms. Consequently, this paper discusses several significant aspects of this problem and recommends specific steps which the Office of Training believes are vital to the success of this entire undertaking.

### A. Management Training for Executive Development

The Office of Training has taken a number of steps to strengthen and expand management training in the Agency. The Managerial Grid and the Fundamentals of Supervision and Management have been included in the core program of courses. Elements of management training, with particular emphasis on leadership principles and problem solving, have been incorporated in several other core courses. An intensive management training program, or leadership conference, for senior officers throughout the Agency is currently under development.

In addition, we believe there is merit in exploring the need for a management training course designed specifically for branch chiefs throughout the Agency. Recognizing the difficulty in developing a course pertinent to the operation of all branches in the Agency, and allowing for what is probably a wide disparity in the grade levels of "branch chiefs," there nevertheless is logic to the idea. The branch in many instances is the key organizational unit in terms of day-to-day operations in the Agency and is also, at least conjecturally, the level at which potential executives begin to emerge.

Recommendation: That the Board of Visitors make recommendations with respect to a branch chief management training course, including content, attendance, etc.

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B. Training Sanctions and Executive Development

We reacted negatively to suggestions earlier that officers failing to meet stipulated training requirements be denied promotions to certain grades. In our judgment, such sanctions would penalize many individuals for circumstances beyond their control.

On the other hand, we do believe that officers should not be assigned to responsibilities for which they are not properly prepared. The potential executive, in particular, ought to be given systematic training in his managerial capabilities. There are a number of training opportunities for these officers, but at the very least they should be trained in both the principles of leadership and their general application.

Recommendation: That "first line" supervisors, i.e., officers in the GS-7/10 range, take the Managerial Grid (Phase I) and the Fundamentals of Supervision and Management preferably prior to and in no case later than six months after, assuming supervisory responsibilities. (Waivers would require ExDir approval.)

C. The Training Officer and the PDP

If training is to make significant contributions to personnel management and development, there needs to be increased realization throughout the Agency about training appropriate and available to achieve this goal. The new OTR Catalog should prove very helpful in this respect, but there are two supplemental considerations.

First, each Deputy Director should establish one or more training models or profiles appropriate to the long-term development of his personnel. OTR's Profile of Courses, as published in the Catalog, establishes a training model on an Agencywide basis, but the more specialized training needs of the several directorates must also be determined and projected. Consequently, we think OTR should work with individual and "grandfather" career services in developing specific training models to suit their purposes.

Second, continuing reliance on training as an instrument of personnel development requires that the Annual Personnel Plan become the focal point for planning training, as well as developmental assignments, for individual officers. Component training officers must be

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involved fully in this effort. Unfortunately, many component training officers lack adequate knowledge both of their components' substantive work and of training opportunities, they have relatively junior status, function only part-time as training officers, and are regarded widely as processors of training requests. We believe the PDP should be an occasion for rectifying this condition.

Recommendations:

1. That a senior OTR officer, preferably from the Curriculum Council, and the Senior Training Officer of each Directorate be assigned to work within their areas of competence in developing career training models or profiles appropriate to their personnel.
2. That the Board of Visitors examine the role and influence of the component training officer in terms of grade level, membership on career service boards and panels, amount of time allocated to training responsibilities, and knowledge of both training opportunities and the component's substantive functions.

D. Training Requirements

In order for OTR to be able to plan appropriate training on a timely and scheduled basis for large numbers of employees, we have genuine need of a reasonably accurate forecast of training requirements. Our training projections for any given year generally reflect our operating experience in one or more past years.

Core courses should be scheduled one year in advance. Consequently, OTR needs reliable forecasting, backed by organizational discipline requiring individual officers to be made available for stipulated training on a planned basis. Without such forecasting, OTR cannot realistically plan the allocation of resources or adjustments in courses to meet organizational needs. For example, even though we have been advised to expect larger numbers of students in our core courses for FY 1974, we have at this point rather ill-defined contingency factors against which to plan.

Recommendation: That once the directorates have developed career training models for their personnel, nominations of specific individuals for particular courses become an integral part of the Annual Personnel Plan.

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Approved For Release 2003/04/29 : CIA-RDP84-00780R005600020012-8

17 NOV 1972

MEMORANDUM FOR : Executive Director-Comptroller

THROUGH : Deputy Director for Support

SUBJECT : Role of Training in Personnel Management

REFERENCES : (a) Memo to ExDir-Compt from MAG, same subject, dtd 11 Oct 72 (ER 72-5461)  
(b) Memo to DD/S and DTR from ExDir-Compt, Subj: Personnel Management and Development, dtd 6 Oct 72 (ER 72-5054/4)  
(c) Memo to DD/S from DTR, Subj: Training Phase of the PMMP, dtd 19 Sep 72 (DTR 7923)  
(d) Memo to ExDir-Compt from DTR, Subj: Training and Career Development, dtd 17 Apr 72 (DTR 7403)

1. The analyses and recommendations submitted to you by the Management Advisory Group Reference (a) and the Office of Training References (c) and (d) are remarkably similar and certainly in full agreement on the basic question involved, i. e., the need for increased reliance on training as an instrument of career management and organizational development.

2. Paragraph I of MAG memorandum does, I think, overstate the case and does not take sufficient account of the Agency's extensive use of existing training opportunities; the degree of dialogue and active cooperation between OTR and other components in developing new training programs and modifying existing ones; the institution of new offerings in information science, systems analysis, management and budgeting, and use of the computer by the "consumer"; and the introduction of new analytic methodologies in several of our general training courses.

3. Nevertheless, the differences between the MAG and OTR views are a question of degree only. There is no doubt that much more needs to be done in these areas and we believe the Board of Visitors can make a major contribution to this effort. In a practical sense, OTR can heartily endorse virtually all of the specific recommendations made in the MAG paper, recognizing that they offer some refinements and additions to OTR's own proposals made in References (c) and (d).

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4. Comments on specific MAG recommendations follow:

II. The Role of the Training Officer

A. The directorate (senior) training officer should be an OTR careerist. We agree basically, noting only that the critical criterion for selection to this position is a combination of intimate knowledge of the substantive work of the directorate and of training opportunities. Conceivably, this could be satisfied by an officer from the directorate or from OTR. Generally, this criterion has not been met. MAG also recommends that the senior training officer be assigned to the administrative staff of the directorate; this has been standard practice in all four directorates.

B. Component training officers should be slotted at their respective administrative staff levels. This, too, is pretty standard practice. The real issue is addressed in the next recommendation.

C. TO's should be encouraged actively to fulfill their training roles, even when this is collateral (to other duties). More properly, TO's should be charged with specific responsibility for evaluating the training needs of their components, of individuals assigned to their components, and for recommending specific training experiences for individual employees as an integral part of the component's management of its personnel.

D. OTR should develop a training program for TO's (with the latter required to attend). Agree. Our present one-day briefing for TO's, given annually for all and on an ad hoc basis for new TO's, is not adequate.

E. Regular meetings (at least quarterly) should be held between component supervisors /TO's and OTR representatives. An interesting recommendation which deserves greater thought, especially in the light of the relationship and relative responsibilities among the Board of Visitors, senior training officers, and OTR, as well as of the mechanisms by which data concerning training needs and achievements should be compiled and analyzed.

III. Management Role

A. Mandatory component training policies should be established. OTR already has submitted extensive comments and specific recommendations about the use of sanctions in relation to training. Stated briefly, we see the need for prohibitions against assigning personnel to jobs for which they are not properly qualified due to the lack of stipulated experience and/or

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training. Establishing such stipulations is primarily a personnel management responsibility, but consultation with training officials is of course essential and, to that end, we already have recommended that there be joint effort between component and OTR representatives to compile career training profiles peculiar to the needs of each of the directorates and their sub-units.

B. Implementation of recommendations on selection, utilization, and training of TO's. Agree.

C. Supervisors, in conjunction with TO's should be specifically charged with disseminating information on training opportunities on a regular basis. Agree, but even more saliently, supervisors should be charged with incorporating training plans into their personnel management responsibilities, particularly at the time of assignments, reassignments, and promotional reviews.

#### IV. OTR's Role

A. Develop TO training course outline. Agree.

B. Expand present capacity for course and curriculum development and evaluation. OTR has been expanding its capability for course and curriculum development through the establishment of the Curriculum Council, the appointment of a special assistant for curriculum development, and greater utilization of our instructor training staff in behalf of other Agency components. No doubt, more needs to be done in this field. In recent months, however, OTR has been very actively involved in working with representatives of other components in the development or redesign of training programs. We have worked with the Office of Communications to develop and conduct courses in supervision and writing at the   25X1 Communications School; with the Technical Services Division of the Clandestine Service to provide operations familiarization for its personnel; with SIPS to help design a new budgeting course; with the National Photographic Interpretation Center and the Imagery Analysis Service to redesign the Intelligence Research Techniques Course to meet their particular needs; to satisfy a requirement from the Office of Personnel to introduce coverage of the alcoholic abuse program into our courses for supervisory personnel; to cooperate with the Agency Equal Employment Opportunity Officer by introducing coverage of this subject in selected OTR courses; and, above all, at the direction of the Executive Director-Comptroller and Deputy Director for Support, to expand our management training program to meet the Agency's needs at virtually all levels of command responsibility.

At the same time, OTR has assumed from the Defense Intelligence School responsibility for administering and conducting

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Information Science training within the Intelligence Community and has worked with the Bureau of Narcotics and Dangerous Drugs of the Department of Justice in developing and presenting a comprehensive training program in the field of international narcotics control. These expanded activities have taken place despite a generally contracting situation in terms of OTR's personnel and budgetary resources.

C. Expand the dialogue with component chiefs and TO's to keep abreast of changing Agency needs. As indicated above, much of this is being done already, but we also expect the newly-established Board of Visitors to play a major role in identifying significant new Agency training needs and communicating these to OTR.

D. Use of regulatory power giving OTR the right to sign off on Agency training expenditures (meaning external training primarily). The Board of Visitors, in consultation with the Director of Training, is expected to review the appropriateness of various external training opportunities for Agency personnel and to advise the Deputy Directors and Heads of Career Services which of these best contribute to the systematic development of promising officers. In particular, it is anticipated that enrollment of Agency officers in the senior service schools and in external management training programs will be examined more carefully.

E. Maximum exploitation of OTR's control of the Information Science Center to educate appropriate elements of the Agency in the diverse applications of information science and computer technology. Keeping in mind that this responsibility relates not only to the Agency but to the Intelligence Community as a whole, we feel that significant results have been achieved in this area. OTR now offers three courses, ranging from one to four weeks in duration, devoted exclusively to this subject and designed for officers at the GS-09 level and above. In addition, general coverage of this subject has been included in our Midcareer Course, Senior Seminar, and Intelligence Production Course. We believe that OTR is providing as much of this training as practicable under the limitations imposed by existing 25X1 resources.

HUGH T. CUNNINGHAM  
Director of Training

Distribution:

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1 - DD/S  
2 - DTR

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17 NOV 1972

MEMORANDUM FOR: Executive Director-Comptroller  
THROUGH : Deputy Director for Support  
SUBJECT : Personnel Management and Development  
REFERENCE : Memo to DD/S and DTR from ExDir-Compt  
dtd 6 Oct 72, same subject

1. The two basic papers which we submitted earlier for use in conjunction with the Personnel Development Program have been revised in the light of comments and suggestions contained in the referent memorandum. The revised versions of both papers, "Use of Training in Personnel Management and Development" and "Organizational Support of Training" are attached.

2. With respect to subparagraph 2(e) of the referent memorandum, we continue to regard the Managerial Grid as an important, if not absolutely essential, prelude to the Midcareer Course. Your suggestion that Fundamentals of Supervision and Management might be more to the point is well taken, but in reality we are taking elements from this course and including them in the Midcareer Course itself. Consequently, it is our intention that students completing the Midcareer Course will, in fact, have experienced the training afforded by both the Grid and Fundamentals of Supervision and Management.

3. The Office of Training "Catalog of Courses" has just been published, but forthcoming revisions will contain changes comparable to those in the attachments to this memorandum.

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HUGH T. CUNNINGHAM  
Director of Training

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USE OF TRAINING IN PERSONNEL MANAGEMENT AND DEVELOPMENT

This document has been compiled for continuing use by career services, as well as by individual managers and supervisors in the Agency, in implementing the comprehensive personnel management program prescribed by the Executive Director-Comptroller and the Deputy Directors. It is intended to be used particularly in conjunction with the Personnel Development Program (PDP).

The outline presented here provides personnel planners with succinct, systematic guidance about training opportunities appropriate for the development of Agency personnel, from time of initial employment to the most senior stages of their careers. In addition, it is recommended that each Deputy Director develop long-term, career training profiles or models for each major group of functional specialists within his jurisdiction while at the same time identifying and developing future managers on a planned basis. In doing so, the following six categories of training should be reviewed most carefully to assure that training which is undertaken to satisfy immediate functional needs takes place within the context of long-term career planning and organizational development.

A. Categories of Training

1. The Core Program of Courses: a group of six courses around which all other training should be planned; their purpose is to provide officers with background, perspective, and updating as part of their professional growth. Designed for officers of all Directorates and Independent Offices, these courses focus on Agency activities, problems, and managerial factors; the intelligence community; U.S. foreign policy; international and domestic matters affecting foreign policy and intelligence activities. Brief descriptions of these courses and the points in an officer's career at which they should be taken are provided in Appendix B.

2. General Skills Training: courses offered primarily by the Office of Training to train personnel in skills susceptible of application throughout the Agency; to be taken whenever a specific skill is required by a particular assignment, they include courses in supervisory, managerial, communication, information science, clerical, and other skills transcending the needs of one Directorate or component.

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3. Special Skills Training: courses offered by the Office of Training which relate to skills ordinarily required by personnel assigned functions within a particular Directorate or field of expertise; they include, for example, training courses in collection, support, and production of intelligence.
4. Component Training: specialized programs or courses offered by specific components, ordinarily for their own personnel, but in some cases for other Agency personnel as well. They tend to be less well-known than other training opportunities because of organizational compartmentation, but in many instances offer distinct opportunities for enhancing the qualifications of officers whose careers sometimes require highly specialized knowledge and skills.
5. External Training: this category consists of Agency-sponsored training, full- and part-time, at non-Agency institutions and installations when, in the judgment of Agency officials, such training is needed but not available within the organization. Included in this category are academic programs, Federal institutes, management schools and programs, the senior service schools, and training activities conducted by military, commercial and industrial facilities.
6. Foreign Language Training: these are programs conducted or arranged by the Office of Training on a full- or part-time basis, within or outside the Agency. Officers regularly assigned duties involving foreign language competence should achieve a career goal of speaking and reading at least one "world" language at the intermediate level or better, and speaking and reading (with some exceptions) at least one "restricted" language at the intermediate level or better. The world languages include French, Spanish, Portuguese, Italian, and German. Russian, while technically not a world language because of its greater difficulty, should be regarded as belonging in this group because of its widespread importance in the Agency's activities.

The amount of study time required to reach this goal depends, of course, on a number of factors including an individual's aptitude, language proficiency at EOD, opportunity for using the language, and its degree of difficulty.

The world language competence should be maintained at all times, although the restricted language capability does not necessarily have to

be retained following completion of the assignment in which it was required. The Office of Personnel maintains responsibility for assuring that the Language Control Register is current while the Office of Training has responsibility for conducting the foreign language testing program.

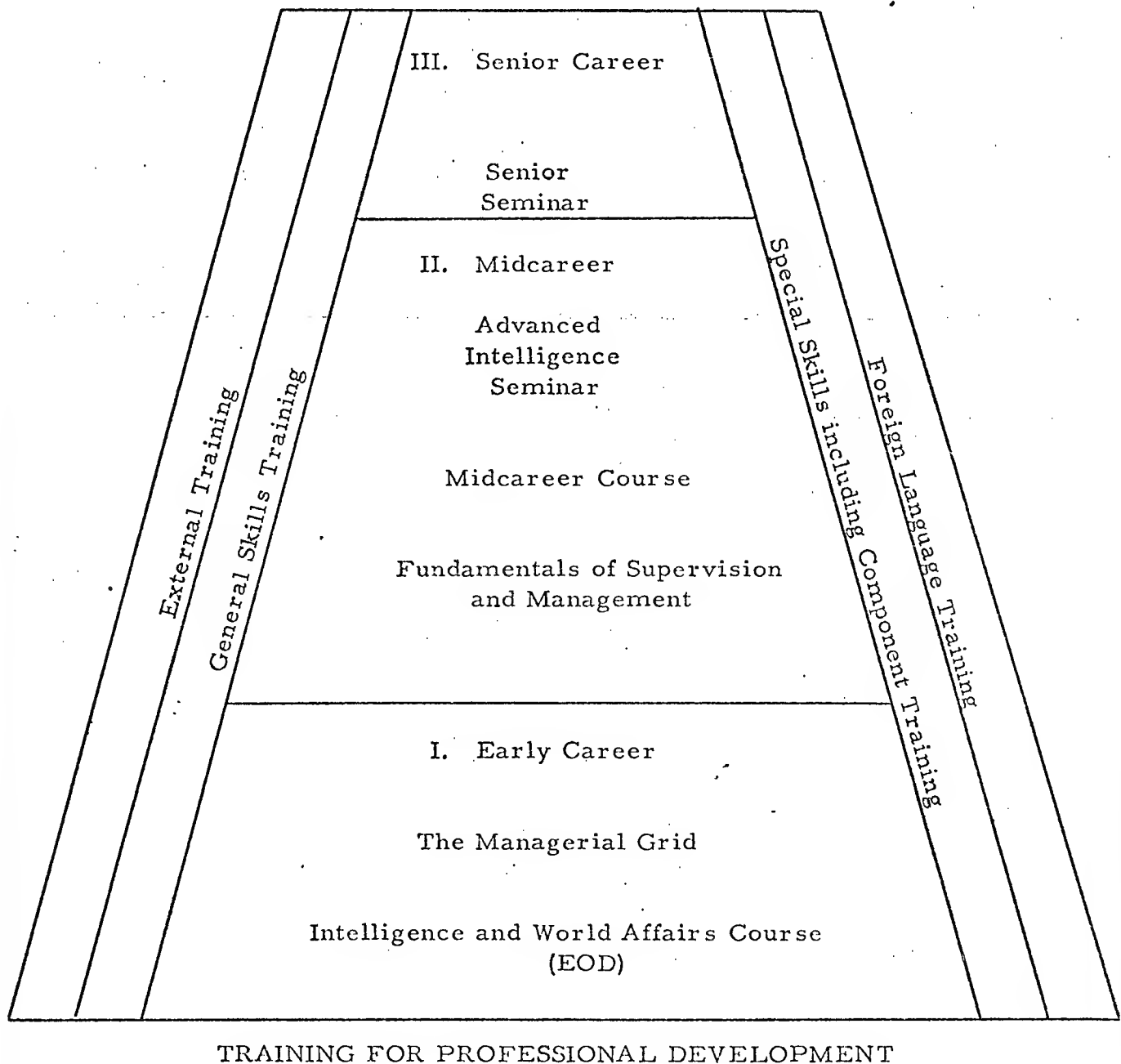
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The intent of this concept, and of the services offered, is to enable the Agency to make maximum use of training resources and to relate training more systematically and precisely to both personal and organizational development.

Appendices: A - Profile of Courses  
B - The Core Program of Courses

Profile of Courses



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APPENDIX B

The Core Program of Courses

I. Early Career

a. Intelligence and World Affairs Course: To be taken by all professional employees at the time of entry on duty or promotion to professional status. It is an introduction to the Agency and to the intelligence profession. Four weeks, full time.

b. The Managerial Grid (Phase I): For employees GS-07 and above with between one and three years' service in the Agency. It is an intensive, participatory learning experience which introduces management training into the employee's career, seeking to identify managerial styles and promote open communication. One week, full time.

II. Midcareer

a. Fundamentals of Supervision and Management: To be taken by "first line" supervisors immediately preceding, or at the time of, their appointments. The course concentrates on effective managerial behavior, emphasizing Communication, Motivation, Perception, Leadership, and Problem Solving/Decision Making. One week, full time.

b. Midcareer Course: To be taken by Agency officers at the GS-12/13 level, age 30-40 years, with approximately 5-10 years' service. The course enables experienced officers to widen their knowledge and understanding of the Agency and the intelligence profession. Officers who have not previously taken the Managerial Grid do so as the first week of this course. Five weeks, full-time (not including the Grid).

c. Advanced Intelligence Seminar: To be taken by middle and senior grade officers from throughout the Agency, GS-13/15 level, allowing for at least a three-year interval following enrollment in the Midcareer Course. The seminar emphasizes current factors affecting the Agency's role, key functions, and effectiveness. It provides opportunity for in-depth dialogue among participants and high-level guest speakers from inside and outside the Agency. Three weeks, full time.

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### III. Senior Career

The Senior Seminar: Primarily for officers at the GS-16 level or higher, although GS-15 officers may be selected. The seminar provides to officers in highly responsible positions an opportunity for critical examination of major developments and problems in the fields of intelligence, foreign affairs, and management. It draws extensively on experts from government, academic life, research organizations, and journalism. Much of the learning is derived from the interaction of the participating officers. Nine weeks, full time.

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## ORGANIZATIONAL SUPPORT OF TRAINING

The projected implementation of the Personnel Development Program in combination with the OTR Profile of Courses presents the Agency with a unique opportunity for bringing its cumulative resources to bear on the question of organizational development. The effective implementation of the combined personnel and training plan depends without question upon whether or not it is reinforced by appropriate organizational authority and administrative mechanisms. This is especially true with regard to management training. Consequently, this paper discusses several significant aspects of this problem and recommends specific steps which the Office of Training believes are vital to the success of this entire undertaking.

### A. Management Training for Executive Development

The Office of Training has taken a number of steps to strengthen and expand management training in the Agency. The Managerial Grid and the Fundamentals of Supervision and Management have been included in the core program of courses. Elements of management training, with particular emphasis on leadership principles and problem solving, have been incorporated in several other core courses. An intensive management training program, or leadership conference, for senior officers throughout the Agency is currently under development.

In addition, we believe there is merit in exploring the need for a management training course designed specifically for branch chiefs throughout the Agency. Recognizing the difficulty in developing a course pertinent to the operation of all branches in the Agency, and allowing for what is probably a wide disparity in the grade levels of "branch chiefs," there nevertheless is logic to the idea. The branch in many instances is the key organizational unit in terms of day-to-day operations in the Agency and is also, at least conjecturally, the level at which potential executives begin to emerge. Such a course might be a crucial contribution to the organizational development Mr. Colby desires, but the need for it remains to be firmly established.

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Recommendation: That the Board of Visitors examine the question whether responsibilities for managing a branch can be more effectively and quickly learned through a training course or through reliance on precedent and on-the-job experience.

B. Training Sanctions and Executive Development

We reacted negatively to suggestions earlier that officers failing to meet stipulated training requirements be denied promotions to certain grades. In our judgment, such sanctions would penalize many individuals for circumstances beyond their control.

On the other hand, we do believe that managerial sanctions should be applied to preclude assignment of officers to responsibilities for which they are not properly prepared. The potential executive, in particular, ought to undergo systematic development of his managerial capabilities. There are a number of training opportunities for this officer, but at the very least he should be trained in both the principles of leadership and their general application.

Recommendation: That "first line" supervisors, i. e., officers in the GS-7/10 range, take the Managerial Grid (Phase I) and the Fundamentals of Supervision and Management preferably prior to and in no case later than six months after, assuming supervisory responsibilities. (If, in fact, a course subsequently is offered in the management of a branch, a comparable sanction should apply.)

C. The Training Officer and the ODP

If training is to make significant contributions to personnel management and development, there needs to be increased realization throughout the Agency about training appropriate and available to achieve this goal. The new OTR Catalog should prove very helpful in this respect, but there are two supplemental considerations.

First, each Deputy Director should establish one or more training models or profiles appropriate to the long-term development of his personnel. OTR's Profile of Courses, as published in the Catalog, establishes a training model on an Agencywide basis, but the more

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specialized training needs of the several directorates must also be determined and projected. Consequently, we think OTR should work with individual and "grandfather" career services in developing specific training models to suit their purposes."

Second, continuing reliance on training as an instrument of personnel development requires that the Annual Personnel Plan become the focal point for planning training, as well as developmental assignments, for individual officers within their jurisdiction. Component training officers must be involved more fully in this effort. Unfortunately, many component training officers lack adequate knowledge both of their components' substantive work and of training opportunities, they have relatively junior status, function only part-time as training officers, and are regarded widely as processors of training requests. We believe the PDP should be an occasion for rectifying this condition.

Recommendations:

1. That a senior OTR officer, preferably from the Curriculum Council, and the Senior Training Officer of each Directorate be assigned to work within their areas of competence in developing career training models or profiles appropriate to their personnel.
2. That the Board of Visitors examine the role and influence of the component training officer in terms of grade level, membership on career service boards and panels, amount of time allocated to training responsibilities, and knowledge of both training opportunities and the component's substantive functions.

D. Training Requirements

In order for OTR to be able to plan appropriate training on a timely and scheduled basis for large numbers of employees, we have genuine need of a reasonably accurate forecast of training requirements. Our training projections for any given year generally reflect our operating experience in one or more past years.

Mr. Colby has requested that core courses be scheduled one year in advance. Consequently, OTR needs reliable forecasting, backed by organizational discipline requiring individual officers to be made available for stipulated training on a planned basis. Without such forecasting, OTR

cannot realistically plan the allocation of resources or adjustments in courses to meet organizational needs. For example, even though we have been advised to expect larger numbers of students in our core courses for FY 1974, we have at this point rather ill-defined contingency factors against which to plan.

Recommendation: That once the directorates have developed career training models for their personnel, nominations of specific individuals for particular courses become an integral part of the Annual Personnel Plan.

72-5461

11 October 1972

MEMORANDUM FOR: Executive Director/Comptroller

SUBJECT : Improving the Role of Training  
in Personnel Management

I. MAG believes that training is a key tool in preparing Agency personnel both for their immediate responsibilities and for their long-term career goals. At the present time, we think that management is not effectively utilizing that tool. Without a basic and continuing commitment to training on the part of management, the Agency's training programs will inevitably fall short of their objectives. We question whether there is such a commitment amongst management within the Agency today. Our concern stems from a belief that the Agency is specifically remiss in the following:

A. fully utilizing programs available through Agency and other U.S. Government facilities

B. encouraging a continuing dialogue between components and the Office of Training to facilitate the development of new courses or the refinement of current programs

C. developing plans and allocating resources for training as an integral part of personnel management and career development

D. exploring new training requirements in operational, analytical and managerial areas evolving from changing Agency missions and the impact of "the computer and systems revolution." The latter has created urgent needs for broader understanding of the applications of systems analysis and evaluation, program review, opportunities for multidiscipline team applications, and so forth.

MAG therefore recommends fundamental changes in the concept of "training officer," management's role at all levels, and the role of the Office of Training (OTR).

## II. The Role of the Training Officer

The training officer (TO), who must be aware both of operational needs and training programs available, is the continuing link between the various components and OTR. Frequently, however, a component personnel or support officer has "training" added to his other responsibilities and thus has little time to devote to the immediate and developmental needs of component personnel. A survey of component training officers in 1968 produced the following profile (based on a questionnaire sent to 47 TOs, with 44 responding):

The average TO is a male GS-13 with over ten years Agency service, and is in his forties. He spends 25% or less of his time in training duties. Grades ranged from GS-08 to GS-15 (currently there is one GS-07 TO). Time on board extended from only eight months to over twenty years. The duration of their TO "training" is an annual one-day briefing given by OTR.

### RECOMMENDATIONS:

A. The directorate (senior) training officer should be an OTR careerist -- a practice followed in the past. He should be slotted in an administrative staff position and directly involved in personnel management and career development planning. He should meet regularly with all training officers in his directorate. He should take the TO training course outlined in D.

B. Component TOs should also be slotted at the administrative staff level, including those who have the TO designation as a collateral responsibility. From that vantage point, the TOs could survey the immediate and developmental needs of the component generally and could effectively contribute to plans for relating training to personnel management and developmental planning procedures. In recognition of the fact that most non-routine training requests arise at the employee and first-line supervisory levels, the TOs should be in a position to know both the advantages to be gained and the exigencies of policy and funding governing subsequent action.

C. TOs should be encouraged actively to fulfill their training role, even when this is a collateral one. Similarly, management should ensure that they have sufficient time to so act. In some cases, an OTR careerist should be assigned to component TO slots. All TOs -- senior and component -- should be required to take the training program outlined below.

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D. The training program, to be developed by OTR, should include orientation to:

1. OTR organization and courses
2. courses available in other U.S. Government facilities
3. OTR resources for providing factual and evaluative data on non-Agency courses
4. OTR resources for lecture and course development and review, instructor training, OTR support for component training, and so forth
5. principles of course development and evaluation
6. development of component training policies

E. Regular meetings -- at least quarterly -- should be held by supervisors and component TOs in each directorate with appropriate OTR personnel.

### III. Management Role

Management has been inconsistent and ambivalent in its attitude towards training as an integral part of developing effective officers. A case in point is the Intelligence and World Affairs course, required for all new professionals within their first eighteen months in the Agency. Despite this statutory requirement, only about 50% of Agency professionals are ever enrolled, and many take the course after several years on board. Budgetary restrictions have prevented professionals from receiving needed and valuable external training -- restrictions that more effective planning may have averted. Imaginative training policies have been developed by CRS and OL and should be explored in terms of broader applicability.

### RECOMMENDATIONS:

A. Mandatory component training policies should be established. These policies should include: realistic assessments of the kinds of training recommended and courses available for all personnel as they progress upward; consideration of rotational assignments and academic sabbaticals; TDY familiarization trips where applicable; budgetary considerations. The policies should be coordinated with the senior TO and OTR. They must be flexible, and should be reviewed annually by the component supervisors and TOs. The results of this review, particularly recommendations for further action,

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 should be forwarded to the appropriate Deputy Director  
 and the DTR.

B. Implementation of the recommendations on selection, utilization, and training of TOs.

C. Supervisors, in conjunction with component TOs, should be specifically charged with disseminating information on training opportunities on a regular basis.

#### IV. OTR's Role

The ability of OTR to respond to Agency needs depends upon effective communications between that office and users. This brings us full-circle -- back to the training officer. The newly-instituted Board of Visitors hopefully will serve as a bridge, critically assessing component needs and OTR's capabilities. But the Board cannot replace the working-level contacts between components and the appropriate elements of OTR for developing critical inputs into improving the role of training in personnel management and, indeed, overall Agency effectiveness.

#### RECOMMENDATIONS:

A. develop the TO training course outline

B. expand the present capacity for course and curriculum development and evaluation. OTR can play a greater role in improving component training, including support for the development of courses in collaboration with outside contractors.

C. expand the dialogue with component chiefs and TOs to keep abreast of changing Agency training needs. Component training policies should surface new needs, and OTR must be flexible and innovative in responding. One recent positive example was OTR's role in designing the one-day seminar on "New Directions in CIA's Support of U.S. International Economic Policy."

STAT

D. use of regulatory power and responsibility contained in [ ] which give OTR the right to sign off on Agency training expenditures. Resort to these powers should encourage components to undertake careful study of training as it relates to immediate and long-range needs for personnel management and career development. The DTR's position as Chairman of the Training Selection Board, responsible directly to the Executive Director/Comptroller, enables him to encourage utilization of senior-level external training opportunities as part of



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an overall development plan rather than a temporary  
and convenient means of disposing of unwanted senior  
officers.

E. maximum exploitation of OTR's control of the  
Information Sciences Center to educate appropriate ele-  
ments of the Agency in the diverse applications of infor-  
mation science and computer technology.

#### MANAGEMENT ADVISORY GROUP

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DD/S

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72-555412  
DD/S 72-38

6 October 1972

MEMORANDUM FOR: Deputy Director for Support  
/Director of Training/

SUBJECT : Personnel Management and Development

REFERENCE : Memo to DD/S from DTR dtd 19 Sep 72, Subj:  
Training Phase of the PMMP

1. I fully share your happiness with referent memorandum on the "Use of Training in Personnel Management and Development" and the "Organizational Support of Training." I concur fully that, whatever the fine ideas in the first, the exercise will be fairly fruitless unless we actually arrange that something is done to carry them out. Frankly, I put my greatest hopes for the latter in the "annual personnel plan" that the Director of Personnel is now generating. With that plan, I would hope to engage the main command line in decisions about personnel plans and particularly include the training as part of these decisions. In that way, they will be the subject of conscious decision-making by the leadership on a periodic basis, and we will have a common system of reviewing what is actually being done.

2. The above said, may I offer a few particular comments:

a. Page 1. I believe you mean Personnel Development Program, rather than PMMP.

b. Page 1. You request the "career service" to develop the career training profile or model for the functional specialists. I confess some unease at the use of the term or concept "career service," as I believe that in many cases it jumps the command line and operates laterally from the Office of Personnel into the working level. I would much rather see the responsibility for these profiles placed upon the Deputy Directors,

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who in turn could go to the appropriate subdivisions in their own organization (in many cases synonymous with the current "career service"). This would more clearly involve the command line in this effort and increase their feeling of responsibility through participation.

c. Page 2 -- Foreign Language Training. You suggest a career goal of speaking or reading at least two foreign languages at the intermediate level or better. I would think it quite appropriate to try to use this vehicle to set a somewhat more refined goal, more or less as follows:

Speaking and reading at least one world language at the intermediate level or better, and speaking and reading (with some exceptions) at least one "restricted" language at the intermediate level or better at some point during the career (not necessarily sustaining it after the assignment which required it). As your Language Development report indicated, we are not too badly fixed on the world languages, but we are not at all in a satisfactory state with respect to the restricted languages. If we are setting career goals, let us see if we can establish one of learning (and possibly later forgetting) at least one restricted language during a career and one of maintaining fluency in at least one world language.

d. The section on foreign language training does not refer to the Language Control Register, nor to the testing program. To stress both these tools, I think this general description should make reference to them.

e. With respect to the Midcareer Course, described in Appendix B, do we not really mean to suggest that officers who have not previously taken the supervision course should do so as the first week, rather than the Managerial Grid? For the midcareer officer, I would think the former might really be more to the point than the latter.

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f. In paragraph A of the "Organizational Support of Training" memorandum, I presume you will change the specifics of the "management training" you refer to there. These cited are not "management training," however valuable some of them may be.

g. I accept your point of the need for some pure management courses. I particularly welcome your suggestion for a "branch chief" course and suggest that the best way to get a real reaction to this is to come up with some specifics as to what it might involve, following which we can circulate it to the Deputies. I would think in great part it might be drawn from the "Supervision and Management Course" in your Core Program.

h. Paragraph B -- The point about the need for identification and selection of potential executives I think should be pretty well in hand if we can implement the Personnel Development Program now being circulated to the Deputies.

i. Paragraph C -- Your comments about sanctions are certainly valid. At the same time, I think we need something more than exhortation to managers. I would hope this will develop from the PDP and the APP, even as post-mortem information. Nonetheless, the possible publication of a rule that any first-line supervisor must take a management course does have certain logic.

j. Paragraph D -- The training model or profile for each career makes a great deal of sense and would quite appropriately be generated by OTR training officers with the appropriate Board of Visitors member as a point of support. With respect to generally upgrading attention to training as an instrument of personnel development, again I would hope the APP will generate some command level decision at the Office/Division and Directorate level on this subject. (You will note I prefer this again to the "career service," although the latter can certainly contribute to the command decision involved.)

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k. Paragraph E -- With respect to training requirements, obviously the APP should provide the kind of advance planning in numerical and even individual assignment terms, which is needed. We will have to follow it to make sure it does, however.

WEC

W. E. Colby  
Executive Director-Comptroller

cc: Director of Personnel

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21 JUL 1972

MEMORANDUM FOR: Director of Personnel  
THROUGH : Deputy Director for Support  
SUBJECT : Training and Personnel Development  
REFERENCES : (a) Memo to DD/S from ExDir-Compt, same  
subject, dtd 5 June 72 (DD/S 72-2254)  
(b) Memo to ExDir-Compt from DTR, subj:  
"Training and Career Development,"  
dtd 17 Apr 72 (DTR 7403)

I. Principal Factors

In our efforts to establish some terms of reference and dimensions for the major issue raised in Reference (a), i. e., the possibility of expanding enrollment in OTR's core courses to meet the Agency's need for personal and professional development, I believe we must begin by examining two principal factors:

- (a) The definition and degree of "general acceptance" in the Agency of the core courses which would justify their alteration or the allocation of additional resources to them, or both, to accommodate larger enrollments;
- (b) realistic estimates of student enrollment in the six core courses, in the light of such acceptance and "viewed from the standpoint of personal and professional development of the work force of the Agency, rather than of the excellence of the individual courses."

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AND METHODS SHOULD BE  
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## 2. Acceptance of Courses

The acceptance, although not necessarily the validity, of a given course can be determined in several ways, including; the favorable reactions of students who have taken it; the continuing flow into it of quality students positively motivated toward the course; policies which either require or encourage enrollment of certain types of personnel; and the widespread though unofficial belief of managers, supervisors, and other operating personnel that the course makes a constructive contribution to personal or organizational effectiveness. Generally speaking, the Agency's acceptance of the core courses, and many other courses as well, is based on factors such as these.

No systematic procedure yet exists for determining whether or not there is a correlation between enrollment in the core courses and on-the-job effectiveness. Our feedback as to the validity of skills training offered by OTR is spotty at best, but is even more elusive in the case of those courses which offer less tangible results, i. e., a broadening of concepts, understanding, and outlook.

Some determination perhaps can be made by the collation and study of pertinent data, as for example through a review of employee performance records both before and after specific training experiences, or through an audit of records to determine if there is an identifiable link between enrollment and performance of individuals in training, on the one hand, and their advancement on the other. Studies of this kind, if they are even to suggest a correlation, must either be comprehensive or involve precise representative sampling. They must also allow for variables, e. g., changes in the nature of jobs; alterations in training content; rates of turnover and advancement opportunities in a given component during a given period of time, etc.

## 3. Midcareer Records Audit

Our initial studies in this connection have to do with graduates of the Midcareer Course and reveal there are no firm patterns available to guide us. Our findings suggest that Agency officers who took the Midcareer Course as GS-13s in CY 66 and CY 68 fare extremely well as a group, in terms of promotion (see Attachment A). Such advancement we surmise, is due in considerable measure to the performance records which led to their selection for the course in the first place, and less to any direct benefits from the course as such.

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On the other hand, two of every three GS-13 officers promoted during the two most recent fiscal years had not taken the Midcareer Course (see Attachment B). Thus, while there does appear to be considerable correlation between an officer's taking the Midcareer Course and his being promoted subsequently, failure to take the course has not been a bar to advancement.

The Midcareer Course clearly enjoys widespread acceptance in the Agency; most components screen their candidates to send well-qualified officers; its graduates generally have realized at least some of their estimated potential for further professional growth.

#### 4. Projecting Student Enrollments

Yet, 112 Agency officers were promoted to GS-14 in FY 1972 without having taken the course. The desired course of action as we see it, therefore, is for personnel management mechanisms to project two or more years in advance the numbers of officers by career service who are likely to be promoted to this grade; for the career services to identify as nearly as possible and as far in advance as possible, and to make available for the course, their officers likely to be promoted to GS-14 (from both GS-12 and -13 levels); and for OTR to provide the course capacity for such officers without negating the basic strength of the course or undermining essential training in other areas.

The approach being proposed here is applicable to other core courses as well—Managerial Grid (Phase I), Fundamentals of Supervision and Management, Advanced Intelligence Seminar, and Senior Seminar. As we are all agreed, I think, certain of these courses also need to make room for some number of officers who could benefit from them in terms of immediate responsibilities but who are not necessarily being groomed for longer-term professional or executive development. The theoretical student population for the Midcareer Course—all those GS-12s and 13s who haven't had it—is in excess of   officers. The problem conceivably is of comparable dimension in the cases of the Managerial Grid and Fundamentals of Supervision and Management. Therefore, planning and selection discipline are essential. Without it we would be offering mass training of a highly diluted nature, to an arbitrary student body, to the detriment of organizational development and professional excellence.

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With this concern in mind, I would like to provide a relatively detailed review of each of the core courses.

5. Intelligence and World Affairs

This is the only course whose enrollment is governed by Agency regulation. Employees newly entered on duty or those making the transition from sub-professional to professional positions are required to take this course. OTR records indicate that during the last three fiscal years (1970-72), approximately 230 more employees entered on duty with the Agency in professional positions than took the required training.

However, there frequently is a time lag, typically six months, before a new employee is enrolled. In some instances, the period is several years or even not at all. Technicians entering on duty with the Office of Communications are customarily deferred until they have completed at least one tour of duty overseas. Interestingly, in FY 1972, the course was given to 299 employees, only two fewer than entered on duty during the year.

The problem with this course is primarily a procedural one. We have the capacity (eight runnings per year for 50 students each time) to accommodate the present flow of new professional employees.

Systematic compliance is an issue with this course. The key steps appear to be the resumption on my part of a report to the Executive Director-Comptroller concerning compliance/noncompliance and his exercise of authority to assure compliance. A detailed description of this course is provided in Attachment C.

6. Managerial Grid

25X9 More than   officers in the Agency have taken this one-week course (see Attachment D for a description). Until FY 1972 it was offered almost exclusively to those at the GS-13 level or higher, both as part of the Midcareer Course and independently. The Grid is now open to personnel at the GS-07 level and higher and "is recommended especially for those whose supervisors have attended this course." We anticipate that it will continue to constitute the first week of the

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Midcareer Course until larger numbers of Midcareer enrollees have previously taken it. At present, not more than five to six Midcareer students per running have done so. They, of course, are not required to repeat the Grid.

Annual enrollment in the Managerial Grid during the last four years, including those who have taken it as part of the Midcareer Course, has been [ ] respectively. Our scheduled capacity is 320 students annually, eight offerings with a maximum enrollment of 40 each. The course is conducted "in residence" at the [ ] and involves five full days and evenings of intensive work.

With the incorporation of the Grid into the core program, we are trying to promote enrollment of eligible personnel within their first three years of employment in the Agency. It remains to be seen what effect the Executive Director-Comptroller's emphasis on management training will have on enrollment in this program.

#### 7. Fundamentals of Supervision and Management

Total enrollment in this one-week course was [ ] students in FY 1972, about 20% higher than average enrollment in the previous four years. Among CTR conducted courses, only the one-day "Risk-of-Capture" program had a higher enrollment this past year.

The present course is a merger of two former courses, similar in content, but offered to different categories of employees. The former "Supervision" course was presented to employees in the GS-05 to -10 range, while the former "Management" course was designed for officers at higher levels. The combined course has included in the same running junior, midlevel, and senior employees who have cited the interchange among them as having a highly positive impact. The average grade of those enrolled in this course has been between GS-09 and -10.

Scheduled capacity for the course is 304 students annually, but is subject to adjustment based on demand. Student potential is vast in view of the fact that the course is designed for "supervisors and prospective supervisors at all levels in the Agency." Over [ ] employees have taken this course, or its equivalent, in the last five years. Again, with the Executive Director-Comptroller's emphasis on management training, demand for this could well increase. A description of the course is provided in Attachment E.

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8. Midcareer

Having commented earlier in the paper on this course in terms of basic concept and approach, I wish to set forth here some specific details and considerations about it.

First, as the description of the course in Attachment F states, it is designed for "professional officers, generally at the GS-12/13 level, aged 30 to 40, with five or more years' professional experience, who have need of a broader outlook in executing their responsibilities." Student capacity in the course, conducted four times a year, is 128 annually.

We do not think it can be a mass course and still be of significant value to the Agency or the individual. This is not to say that it cannot be adjusted in terms of frequency, duration, content, class size and location to accommodate larger numbers, should this be necessary. Before OTK were to disrupt what has been a highly regarded course, however, we would certainly need reliable projections concerning the number of officers to be selected according to agreed criteria and actually to be made available for enrollment.

Frequency and content are interlocking considerations in view of the course's heavy dependence on input from guest speakers, primarily very senior officers of the Agency. Much of the value of the course, and the sense of renewal and pride experienced by the students, stems from this aspect.

The residential dimension—three weeks at the [redacted] [redacted] also has been a critical factor in its success. Midcareerists regularly cite the opportunity for exchange among 30 fellow students in this environment as the greatest single benefit from the course.

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What I am saying is that we should not immediately conclude that the course needs adjustment until assured about the number and availability of officers for whom it is intended.

9. Advanced Intelligence Seminar

This course, three weeks in duration, was conducted four times in FY 1972 for a total of 104 students. Three runnings, for approximately 75 students, are projected for FY 1973.

While the principal emphasis of the Midcareer Course is on the Agency and its activities, the AIS (described in Attachment G) provides selected officers with a still broader view of matters outside the Agency which relate to the intelligence profession. Subjects covered, in addition to broad Agency matters, include the intelligence community, policymaking mechanisms within the U. S. Government, and major international and domestic problems.

The AIS is a logical sequence to the Midcareer Course in the professional development of an Agency officer. OTR recommends an interval of at least three years between an officer's taking these courses in view of the broader issues covered and the somewhat higher grade level of the AIS student body.

#### 10. Senior Seminar

The initial running of this most recently developed core course took place on a trial basis in Fall 1971 for 20 students, at the GS-15 and supergrade levels; a second running was conducted in Spring 1972 for 19 students. We have been advised that the Deputy Directors have now agreed the Senior Seminar should be conducted once a year for 25-30 students. It is a nine-week program for officers who hold significant line and staff positions in the Agency or are judged by their career services to be headed for such positions. This is the one core course whose participants are chosen by the Training Selection Board from candidates recommended by the career services.

A fuller description of this program is provided in Attachment H.

#### 11. Management Training in Core Courses

Two of the six core courses are in the field of management training exclusively. In accordance with Mr. Colby's desires, we are in the process of incorporating elements of management theory and techniques, information science and records management, and computer capabilities into the other four courses. The Senior Seminar already has a management block in it, the Intelligence and World Affairs Course which started this month contains elements of familiarization geared to new, junior officers, and the Midcareer Course will be adapted to such elements later this year. We have no specific plans in this field at the moment for the Advanced Intelligence Seminar in view of its primary emphasis on matters outside the Agency, but possibly we will introduce such elements in the future.

12. Conclusion

The thoughts and data contained in this paper are provided for your guidance relative to training concepts and resources that can be included in the personnel development program solicited by the Executive Director-Comptroller. We do not plan to initiate any basic adjustments in the core courses to allow for increased, or decreased, enrollments pending your review of this paper and any comments you wish to offer.



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HUGH T. CUNNINGHAM  
Director of Training

Atts (A+B only)

C thru F are course  
descriptions now published  
in the CTR Catalog.

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Next 1 Page(s) In Document Exempt

72-2573/4

5 June 1972

DD/S 72-2254

MEMORANDUM FOR: Deputy Director for Support

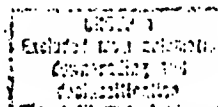
ATTENTION : Director of Training  
Director of Personnel

SUBJECT : Training and Personnel Development

1. While the discussion of training at the Director's Annual Conference did not arrive at specific decisions, the groundwork was laid and general approval given for the prosecution of the concepts outlined in your "Profile of Courses" memo distributed to the Deputies. Thus I believe that we have a green light to go ahead to the further refinement of the concepts you outlined therein and which you developed in greater detail in the supporting papers provided to me. I would like to proceed along these lines.

2. We face substantial dilemmas in this process. You outline the importance of such courses as the Midcareer Course but then point out that this course only accommodated 138 officers in FY 1971, at a time when about 295 officers were promoted to GS-14. It is obvious from this that this course, however good, only affects part of our work force and thus does not make the kind of contribution to Agency personnel development that we should hope to achieve. I therefore think our first problem is to review the profile against a realistic estimate of what it can do for the Agency's total personnel complement. You are already endeavoring to focus greater attention on the core courses. Included in this, I believe we must review the possibility of expanding the numbers taking the core courses by reducing some of the other courses in their favor. This requires a general acceptance of the fact that the core courses are actually desirable enough to compensate for the reduction of the other courses. I would appreciate some analysis of this problem viewed from the standpoint of personnel and professional development of the work force of the Agency, rather than of the excellence of the individual courses.

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3. With respect to sanctions, I agree with your point that these not be imposed on individual employees. Statistically, it is clear that this would not only be unfair but unfeasible. At the same time, I would like to see a way in which our reporting mechanism could indicate the degree to which the various offices and directorates are actually utilizing training in terms of personnel development, as it could be that the "sanction" or corrective action could be addressed more to the office than to the individual employee. If steps along this line are to be taken, however, we must be clear that any shortfalls are clearly not ascribable to our training program or establishment. In this respect, for example, I would hope we could come to a situation where we can firmly schedule at least our core courses a year in advance to permit prior planning for participation rather than last-minute quota-filling. We also perhaps need to establish the necessary detailed procedures by which attendance at courses can be considered and scheduled in the context of tour changes, home leaves, etc., requiring the closest liaison between Training, Personnel, and command channels.

4. Assuring that the content of the courses is a real contribution to personnel development is a function of the Board of Visitors being established separately, but the Office of Training is certainly to be commended on its efforts to develop a kind of audit to demonstrate the value of training to individual careers. Similarly, I would hope that the Office of Personnel could develop a clear indication in personnel records of the degree to which an individual's participation in certain training courses strengthened him and improved his qualifications for additional assignments, increased responsibilities, etc. If training is to become this valuable, procedures should be developed by which it can be made the subject of special attention by panels selecting individuals for assignment, promotion, etc.

5. While I agree with your basic point that it is not the Office of Training's function or authority to select which individuals should receive training within a parent directorate, I suspect there are steps we can impose to ensure the selection is a serious procedure. For instance, I would think that the recommendations for participation in certain core courses could require identification of the reasons for

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Some in app  
the assignment of the individual, i.e., to prepare for the increased responsibilities he is certainly going to get, to improve his performance in his current level, to prepare him for new responsibilities not yet within his experience, etc. Similarly, I would hope that the PMMP exercise could include some of the basic elements upon which planning for and auditing of training could be developed, i.e., forecasting the number of personnel to take various courses -- core and otherwise -- at the various grade levels, showing the proportion of waivers of language position requirements, etc.

6. With respect to management training (your separate memo dated 5 May), I certainly agree with your dual approach of including management training within core courses but also providing additional short courses for additional ("skill") needs. With respect to the other points made in your memorandum, I fully concur in the basic thrust you are developing and only would like to see it integrated into the overall training and personnel development concept discussed above.

7. In closing, let me reiterate my great admiration for the effectiveness of our training establishment. I certainly hope my views are not considered critical, as they are only aimed at ensuring that this excellence is targeted at the development of our personnel generally and not merely for the benefit of those who happen to attend the courses. I certainly concur in the basic approach of keeping training as one of support to the directorates by satisfying their demands and being responsive to their needs rather than through any artificial command process requiring quotas, sanctions, etc. At the same time, I think we can generate pressures for betterment by a systematic collection of the facts, showing the way in which we use the training asset, its contribution to the improvement of our activities and personnel generally, and the degree to which different offices show variances from what might be expected of them.

8. Let us proceed with further development of this subject in the context of the Board of Visitors' review of training and of the PMMP review of our total personnel situation. Out of these, and the work leading up to them, I would hope we will continually perfect Training's contribution to our operational performance.

W. E. Colby

Executive Director-Comptroller

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cc: DTR

17 APR 1972

MEMORANDUM FOR: Executive Director-Comptroller

THROUGH : Deputy Director for Support

SUBJECT : Training and Career Development

1. Introduction

This paper explores the relationship -- past, present, and projected -- between training provided to Agency employees and its contribution both to organizational effectiveness and the overall development of professional officers.

By no means definitive and concentrating at this time almost exclusively on those areas in which the Office of Training has been involved directly, this review underscores the need for greater correlation between training functions and actual operating responsibilities at all levels of the organization. But it also indicates that there has, in fact, been a movement toward increasingly precise use of training by operating components to meet immediate job demands as well as to foster longer-term employee development.

2. Agency Training - A Changing Focus

Conceived as a service-or support-oriented function within the Agency, training for the most part has responded to needs expressed by operating components.

Through perhaps its first decade and a half, the Agency was expanding, its employee force was relatively young. Supervisory and managerial personnel, as well as many officers performing specialized functions, relied on pre-Agency experience and training in carrying out their

responsibilities. Consequently, principal training attention was given to newly arriving employees, introducing them to the world of intelligence and preparing them for their initial assignments as operations officers, analysts, support officers, etc.

Such training as was given to experienced officers was geared to particular job demands and, for the most part, did not pretend to prepare them for broader range responsibilities or even to provide an expanded perspective within which they performed their specified tasks. Although a management training capability was developed in the mid-1950s, as described in our paper on this subject prepared for you earlier, enrollment in such training was neither extensive nor on a systematic basis.

A marked break in this pattern occurred in 1963. Recognizing that junior officers of the 1950s were by then midcareerists and the likely source of a later generation of senior officers, the Office of Training introduced the Midcareer Executive Development Program.

This program was twofold. It consisted, first, of a six-week course designed to "open up" carefully chosen officers in all Directorates to the totality of Agency missions and functions; to develop their understanding of the role of intelligence in national security and foreign relations; and to provide them with an appreciation for the policy-making mechanisms of the government.

The second, longer range phase of the program required that a five-year career development plan be established for each participating officer, devised jointly by him and his career service. Such plans failed to be implemented in too many instances, however, and this phase subsequently was eliminated. Experience with this facet of the midcareer program would appear to have important implications for efforts to relate training to career development through use of sanctions and will be treated later in this paper.

Despite abandonment of the "executive development" aspect of midcareer training, the Midcareer Course nevertheless remains an effective vehicle for achieving its initially stated goals. More than 1,000 officers throughout the Agency have taken this course since its

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inception in 1963; moreover, it was the first of several courses developed in response to changing needs, conditions, and personnel patterns within the Agency.

Courses which have since been introduced include the Managerial Grid (1964), taken by more than [ ] Agency officers; Chiefs of Station Seminar (1964); Advanced Management (Planning) (1967), designed to familiarize officers with the planning, programming and budgeting process; Advanced Intelligence Seminar (1969); and Advanced Operations Course (1970). The Senior Seminar, introduced in the fall of 1971, constitutes a still further milestone by recognizing that midcareerists of the 1960s are emerging as supergrade officers for this decade.

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### 3. Establishing Training Patterns

There are now more than 60 different courses, not including foreign language training courses, conducted or administered by the Office of Training for the benefit of professional employees of the Agency. In contrast to the former emphasis on training incoming junior officers, these courses are designed to meet the needs of a wide spectrum of professional personnel, depending on component affiliation and functional duties, experience and grade level, and need for broadened outlook.

Given the number of courses and the multiplicity of purposes they serve, there is genuine need by managers and supervisors — as well as individual officers — for guidance about training appropriate to their purposes.

The Office of Training, consequently, has developed a "Profile of Courses" (see attachment) to provide such guidance. Essentially, it consists of a central core or ladder of six courses which, in our opinion, should be an integral part of the successful officer's total career development. These courses, four of a general nature and two in the managerial field, are intended to broaden the individual officer's scope while complementing and enhancing his training and experience in specialized areas. Cognizant of your own thinking, we are presently examining ways of incorporating management or leadership training, ADP orientation, and information sciences and technology into the core courses as well as into selected other courses.

It should be emphasized here that each career service, or certainly each Directorate, ought to have a training profile for its own officers which would mesh with OTR offerings so that the end result would be an integrated training outline serving the needs of an immediate office as well as broader Agency needs in terms of employee development.

As a step toward this end, OTR has now categorized its curriculum in the forthcoming catalog so that officials in the respective components and career services will be able to select appropriate courses or training packages more quickly as well as more systematically than has been possible heretofore.

Next, we hope to designate, in consultation with appropriate officials throughout the Agency, training packages or patterns which would be regarded as standard, though not inflexibly so, for "line" officers in selected career services. Included in such packages would be the entire range of training opportunities available from OTR, other components, and externally.

#### 4. Criteria for Admission to Core Courses

Concurrent with the development of the Profile and categorization of courses, we also are issuing revised descriptions of all OTR courses in the forthcoming training catalog. The most salient new feature of these course descriptions is an enumeration of criteria by which officers should be selected for enrollment.

In the case of core courses, the criteria relate primarily to age and grade considerations, to coincide generally with an officer's progress and advancement in the Agency. Such criteria also indicate that selection for these courses, after the initial five years of employment, should be weighed carefully, taking into account an officer's performance record and potential for further professional growth.

Except for the Advanced Intelligence Seminar, whose nominees are screened to assure an across-the-board "mix" among Agency components, the Office of Training has not presumed to control the selection of students for its courses. Nor, except in an occasional case of clearly inappropriate enrollment, have we denied a training opportunity to an officer whose component insisted on it.

There have been, and are, instances in which we have stipulated certain training or experience as prerequisite to a given course. Our experience with this practice has not been satisfactory, however. Operating components, especially the Clandestine Service for whom a large part of OTR training is conducted, frequently experience problems in providing sufficient lead time for training an officer for a projected assignment. Consequently, requests to waive prerequisites are common and, rather than stand by while an officer proceeds to an assignment without any appropriate training whatever, OTR has been liberal in waiving the few prerequisites which have been established.

Training initiatives and criteria are uneven throughout the Agency, varying from Directorate to Directorate and from branch to branch. In some cases, the individual officer acts as his own personnel and training officer by seeking enrollment; in others, a conscious management decision is made by supervisors; and in still others, an officer is sent to training until a more definitive use of his time and services is determined. We are neither empowered, nor sufficiently cognizant of circumstances in every case, to pass judgment on the suitability of a component's training selection practices. The combination of decentralized personnel management and training's status as a support activity are, of course, major factors in lack of planning for training and uniform observance of selection criteria. This diversity is not without its strong points, however, given the varied occupational endeavors in any one career service and the opportunity for individual officers to demonstrate both initiative and motivation toward training as in other matters.

##### 5. Training Sanctions

In general, we believe that imposition of training sanctions, insofar as officer promotion is concerned, is an unwise and impracticable course of action. A number of serious complications and inequities would obtain, for example, if there were an Agency-wide stipulation that officers lacking the Midcareer Course could not be promoted to GS-14.

First, as presently constituted, the Midcareer Course could not handle the large numbers of students such a requirement would inevitably generate. Currently, there are approximately 1900 Agency

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officers in the GS-13 category and a comparable number at the GS-12 level. These officers constitute the principal population from which Midcareer Course students are drawn. Against this population, the course was able to accommodate 138 officers in FY 1971. During the same period, more than twice this many officers, approximately 295, were promoted to GS-14. If promotions projected for the future even approximate this experience, imposition of this sanction would necessitate drastic alteration in the entire character of the Midcareer Course - content, size and duration - and quite probably require the allocation of additional instructional and financial resources as well.

Second, if the Midcareer Course is used exclusively as a vehicle for executive development, functional or substantive specialists not slated for supervisory or managerial responsibilities almost certainly would be precluded from enrolling. For many officers in this category, the course has been an opportunity for becoming updated and professionally renewed. Though an intangible benefit, we believe the Agency has gained much by enrolling this type of officer in the Midcareer Course and, in our opinion, the practice should be continued.

Third, there are significant numbers of Agency officers whose availability for training, in the Midcareer Course or otherwise, is circumscribed by frequent or indefinite assignment away from Headquarters. While improved managerial planning and practice could diminish this inequity, the fact remains that officers whose assignments involve relatively longer periods at Headquarters generally enjoy greater opportunity for formal training.

Although no sanction is involved, the existing requirement  that new professional employees take what is now called the Intelligence and World Affairs Course has met with poor compliance. In FY 1971, only about half the new professional employees satisfied the requirement; in earlier years, the rate was poorer still, due less to the individual than to his component which deemed the course unnecessary or the employee's services indispensable. In circumstances such as these, and they apply to other courses as well, the question arises as to whether the individual ought properly to bear the penalty of sanctions.

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Moreover, the existence of sanctions, we think, would create a high degree of expectation among officers who successfully complete

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training required for promotion. Many officers who had been selected for participation in the Midcareer Executive Development Program were severely disappointed when the five-year plans established for their professional development were not implemented. Many returned to the same positions from which they had been selected or otherwise failed to achieve any recognizable career "development". As mentioned earlier, this critical phase of the midcareer program had to be abandoned.

The Agency's experience with foreign language sanctions is probably the most well-known case of a good idea gone awry. Waivers to foreign language position requirements overseas have been used with such variance as to make them meaningless. Officers failing to meet, say, a foreign language competence level of 3 as demanded by a given position have been assigned to the job, nevertheless, on the grounds that having some competence they would eventually achieve the level designated.

Sanctions are effective in selected circumstances, however, as in the enrollment of CS officers in the Chiefs of Station Seminar prior to their assuming such position overseas and in the cases of Agency officers headed for high risk areas abroad taking the Risk of Capture Course beforehand.

The acid test of sanctions almost certainly is the demonstrated value of training, in a very pragmatic way, to a particular function or undertaking. Consequently, we are increasingly concerned about feedback mechanisms through which the applicability and validity of training may be ascertained. We have begun a modest effort in developing and using such mechanisms, but the program is still very much in the embryonic stage. We intend to pursue this matter further. Once validity is clearly established for a particular course or training program, the question of training sanctions in relation to particular assignments can be entertained more seriously than we think is now possible.

Although the validity of many of our key courses has yet to be established definitively, there is no question that several of them have fostered considerable competition for enrollment. The Basic Operations Course has been, and continues to be, regarded within the Clandestine Service as absolutely essential training for the junior operations officer. Enrollment regularly is oversubscribed.

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The selection process throughout the Agency for the Midcareer Course is still such that with minor exceptions components choose the most highly qualified officers available. Competition for enrollment in the Advanced Intelligence Seminar is similarly intense, forcing components to make qualitative judgments about the suitability of their candidates. We anticipate that as they become better known, the Advanced Operations Course and the Senior Seminar will join those courses whose reputations prompt a heavy flow of candidacies and thus provoke a kind of winnowing process without the formal discipline imposed by sanctions.

#### 6. Alternate Approaches

Once the Agency agrees on a profile of courses and we are able to compose training prototypes for representative officers within the various Directorates, we believe there will not be serious need for training sanctions. Agency management would have typical profiles against which to judge whether at a given level an officer had been properly trained. Moreover, we believe that distinct allowance must be made for an officer's development through experience in ways which formal training cannot hope to provide.

It may be possible, and we are pursuing this proposition, to prove by an audit of personnel and training records that officers who are well-trained move ahead more quickly than ones who are not. While such advancement might be due equally to other factors, such as an officer's own abilities and ambitions, realization among his colleagues that he is well-trained will nevertheless arouse more constructive interest in training than is likely to be achieved by sanctions. A case in point is the decision by the Agency, in 1956, to end the Junior Officer Training Program's exclusive reliance on external applicants as a source of manpower. This decision resulted not only from the Program's reputation of recruiting highly qualified people, but also from the belief widely held in the Agency that training provided JOTs (and later Career Trainees) enhanced their career prospects.

#### 7. Component Training Officers

A key improvement, in our estimation, would be the integration of training with personnel management within the several career services and operating components. Basically, aside from the obvious need to

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make senior managers more training conscious, this should consist of an upgrading of the role and qualifications of component training officers and their inclusion as members of career service boards. This is already much the case in the DDI.

There are few full-time training officers in Agency components, but where they exist, as in the Office of Communications, Technical Services Division, Office of Logistics, and National Photographic Interpretation Center, among others, they perform an invaluable service and carry considerable weight in terms of personnel management.

At present, there are approximately ☐ component training officers plus five Senior Training Officers. These individuals range in grade from GS-08 to GS-16, hold varying types of jobs, with wide arcs of responsibility, with extremely different "charters" from the office director or division chief as the case may be.

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Not only are most of them part-time training officers, but they tend to be administrative or support personnel with neither substantive experience in the components in which they are serving nor with firsthand knowledge of training functions and curriculum. The Office of Training briefs newly-appointed training officers and conducts annual orientation programs for all of them, but such procedures really are not sufficient to overcome the built-in inadequacies of the system cited above. Consequently, we believe a very basic change of managerial philosophy and practice is essential in this area if training is to become a significant tool of personnel management and development.

A less sweeping, but nevertheless important step would be increased emphasis on the training section of the Field Reassignment Questionnaire. Additional stimulus is needed for supervisors and affected officers to give considered thought to training requirements and opportunities when planning reassignments. This would necessitate the availability of some version of the training catalog overseas, presumably in an abbreviated and sterilized edition. The need for this was emphasized time and again to the DTR in his recent visit to ☐

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8. Conclusion

In view of the circumstances described in this paper, we believe there are a number of steps which already have been taken to promote a cogent integration of training with career development. Primarily, these consist of a system of core or ladder courses intended to complement and enhance training which a professional officer receives in specialized fields. It includes also a more precise statement of selection criteria and a categorization of OTR courses which ought to make easier the selection of appropriate training for a given officer.

Other steps which are contemplated or recommended are the development of prototype training packages for "line" officers in the various Directorates; an audit of personnel and training records to determine if well-trained officers do in fact advance more quickly in the Agency; efforts to establish validity of training programs by use of improved feedback mechanisms; strengthening the role of the component training officer; and giving increased attention to training considerations as part of career service board deliberations and completion of the Field Reassignment Questionnaire.

We believe that with constructive progress in these areas there would be little need for training sanctions.



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HUGH T. CUNNINGHAM  
Director of Training

Att: Profile of Courses

*has now been published  
in new OTR catalog.*